

## NATIONAL TREASURY REPUBLIC OF SOUTH AFRICA

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# Provincial Budgets 2003/04 Fourth Quarterly Expenditure and Revenue Report

#### **SUMMARY**

The fourth quarter figures published on Friday 30 April 2004 provide the first indication of total provincial spending for the 2003/04 financial year. Being the first estimates, these figures will be revised as provincial departments prepare their financial statements (and reconcile and close their books) for submission to the Auditor-General by 31 May 2004.

The fourth quarter spending report indicates that provinces spent R170,1 billion, or 99,5 per cent of their R171,1 billion adjusted budgets. This represents a year-on-year spending increase of R24,2 billion or 16,6 per cent between 2002/03 and 2003/04 confirming that provincial spending capacity continued to improve. In particular, provinces have performed considerably better on their capital spending, compared with last year.

Capital spending is R17,4 billion or 90,8 per cent of the total adjusted capital budget of R19,2 billion, an increase of R2,9 billion or 20,1 per cent compared with the 2002/03 financial year. The highest share of capital spending is in Public Works, Roads and Transport departments, which recorded 99,9 per cent spending compared to the R4,9 billion adjusted budget.

The preliminary aggregated provincial budget deficit is R2,3 billion. This deficit is largely funded from last year's rollovers and cash balances accumulated in previous years, so provinces have not had to borrow or overspend. This budget deficit is R1,6 billion lower than the projected deficit reported in the Budget Review in February, which is based on 9 months of actual figures and hence represent earlier projections.

### Other key highlights on 2003/04 include:

- Education expenditure totalled R59,8 billion or 100,4 per cent of the R59,5 billion adjusted provincial budget, and is R7,1 billion or 13,4 per cent higher compared with the 2002/03 financial year. It is the largest share of provincial expenditure at 35,1 per cent.
- Social Development expenditure increased by R9,8 billion from R32,4 billion in 2002/03 to R42,2 billion in 2003/04, making it the second largest expenditure share at 24,8 per cent of all provincial expenditure.
- Health expenditure of R37,1 billion is R3,9 billion higher compared with the 2002/03 financial year. Health spending comprises 21,8 per cent of all provincial expenditure.

- Strong growth was experienced in education capital expenditure which rose to R2,9 billion, an improvement of R1,2 billion over the 2002/03 financial year.
- National government transferred R144,7 billion of the equitable share, and R16,8 billion in conditional grants, to provinces for the 2003/04 financial year.
- Provincial own revenue collected is R869,8 million higher than the R5,5 billion adjusted provincial own revenue budget.

This analysis is based on the statement of revenue and expenditure published by the National Treasury on 30 April 2004, and is available on the treasury website <a href="https://www.treasury.gov.za">www.treasury.gov.za</a>.

#### 2003/04 PRELIMINARY OUTCOME

This report on the preliminary outcome of the 2003/04 provincial budgets, after a full year of spending (from 1 April 2003 to 31 March 2004) is compared with adjusted budgets. The adjusted budget combines the original February/March 2003 provincial budget with the October/November 2003 provincial Adjustments Budget. Table 1 indicates their revised budgets against which the preliminary year-end figures are compared.

Table 1: Provincial Adjustments Budgets: Expenditure as at 31 March 2004 (Preliminary Outcome)

R thousand	Adjus	ted budget 200	3/04	Expenditu	re as at 31 Ma	Actual expen-	Exp as at 31 March 2003 (Pre-audited	
	Current	Capital	Total	Current	Capital	Total	diture as % of adjusted budget	as at 31 May 2003)
Eastern Cape	25 325 143	3 619 322	28 944 465	26 135 738	3 409 942	29 545 681	102,1%	24 637 415
Free State	10 845 970	974 431	11 820 401	10 738 168	948 384	11 686 552	98,9%	9 841 086
Gauteng	23 220 360	4 569 774	27 790 134	23 780 937	3 934 989	27 715 926	99,7%	24 493 683
KwaZulu-Natal	30 242 312	3 599 968	33 842 280	30 623 194	3 438 772	34 061 965	100,6%	28 869 346
Limpopo	20 330 775	1 984 738	22 315 513	19 859 328	1 900 085	21 759 413	97,5%	18 828 441
Mpumalanga	10 535 988	1 307 246	11 843 234	10 442 513	1 106 878	11 549 391	97,5%	9 776 133
Northern Cape	3 655 718	423 943	4 079 661	3 816 132	325 027	4 141 159	101,5%	3 466 961
North West	12 553 963	1 118 537	13 672 500	12 423 923	932 265	13 356 188	97,7%	11 535 243
Western Cape	15 199 204	1 553 278	16 752 482	14 946 078	1 385 227	16 331 305	97,5%	14 508 749
Total	151 909 433	19 151 237	171 060 670	152 766 011	17 381 569	170 147 580	99,5%	145 957 057

#### **Expenditure**

Provinces spent R170,1 billion, or 99,5 per cent of their R171,1 billion adjusted provincial budgets. This is R24,2 billion or 16,6 per cent higher than the expenditure recorded at the end of the 2002/03 financial year. There was little variance between provinces, as all provinces spent within 2.5 per cent of their total budget, with the Eastern Cape spending 2,1 per cent more than its adjusted budget, and Limpopo, Mpumalanga, Western Cape all spending 2,5 per cent less. Spending capacity has therefore improved in all provinces.

Personnel expenditure is R81 billion or 47,6 per cent of total provincial spending.

Provinces have slightly overspent on social services (education, health and social development<sup>1</sup>), spending R139,1 billion or 100,9 per cent of the R137,8 billion adjusted budget for these services. Overall social services spent 81,7 per cent of total provincial spending.

<sup>&</sup>lt;sup>1</sup> It should be noted that education, health and social development expenditure is by department, and not functional expenditure classification as presented in the Budget Review.

**Table 2: Provincial Social Services Expenditure (Preliminary Outcome)** 

R thousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as % of adjusted budget	(Over) / under expenditure	% (Over) / under expenditure	% share of Social Services to total provincial expenditure	% share of personnel to Social Services expenditure	Exp as at 31 March 2003 (Pre-audited as at 31 May 2003)
Education	59 541 549	59 765 743	100,4%	-224 194	-0,4%	35,1%	83,3%	52 684 007
Health	37 377 856	37 115 803	99,3%	262 053	0,7%	21,8%	56,4%	33 246 350
Social Development	40 878 860	42 177 356	103,2%	-1 298 496	-3,2%	24,8%	3,3%	32 388 626
Total	137 798 265	139 058 902	100,9%	-1 260 637	-0,9%	81,7%	51,9%	118 318 983

#### Education

Education expenditure totalled R59,8 billion or 100,4 per cent of the R59,5 billion adjusted provincial education budget, and is R7,1 billion or 13,4 per cent higher compared with the 2002/03 financial year. It comprised on average 35,1 per cent of total provincial expenditure, varying from the lowest in Northern Cape (31,1 per cent) and Western Cape (31,3 per cent), to the highest in Mpumalanga (38,7 per cent).

The education budget is largely personnel driven, comprising 83,3 per cent of the total education expenditure in provinces, totalling R49,8 billion or 100,4 per cent of the R49,6 billion adjusted provincial education personnel budgets. The share of personnel expenditure in education is the lowest in Gauteng at 74,6 per cent, and highest in Eastern Cape (86,5 per cent), North West (87,5 per cent) and Limpopo (87,9 per cent).

**Table 3: Provincial Education Expenditure (Preliminary Outcome)** 

R thousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as % of adjusted budget	(Over) / under expenditure	% (Over) / under expenditure	% share of Education to total provincial expenditure	% share of personnel to total Education expenditure	Exp as at 31 March 2003 (Pre-audited as at 31 May 2003)
Eastern Cape	9 911 993	10 276 682	103,7%	-364 689	-3,7%	34,8%	86,5%	9 148 769
Free State	4 133 580	4 047 999	97,9%	85 581	2,1%	34,6%	83,8%	3 627 010
Gauteng	9 034 417	9 610 822	106,4%	-576 405	-6,4%	34,7%	74,6%	8 066 105
KwaZulu-Natal	11 935 781	11 971 454	100,3%	-35 673	-0,3%	35,1%	83,8%	10 390 910
Limpopo	8 732 036	8 141 321	93,2%	590 715	6,8%	37,4%	87,9%	7 385 000
Mpumalanga	4 544 834	4 473 517	98,4%	71 317	1,6%	38,7%	79,7%	3 885 832
Northern Cape	1 309 212	1 289 164	98,5%	20 048	1,5%	31,1%	78,5%	1 170 885
North West	4 847 524	4 840 806	99,9%	6 718	0,1%	36,2%	87,5%	4 377 385
Western Cape	5 092 172	5 113 978	100,4%	-21 806	-0,4%	31,3%	84,4%	4 632 111
Total	59 541 549	59 765 743	100,4%	-224 194	-0,4%	35,1%	83,3%	52 684 007

#### Health

Health expenditure is R37,1 billion or 99,3 per cent of the R37,4 billion adjusted provincial budget. Health spending has increased by R3,9 billion or 11,6 per cent compared with the previous year. It comprises 21,8 per cent of total provincial expenditure, with personnel expenditure comprising 56,4 per cent of total provincial health spending.

Note that the share of health spending as a percentage of total provincial spending varies depending on whether provinces have academic or large central hospitals, which are concentrated in Gauteng, Western Cape, KwaZulu-Natal and Free State. For this reason, Gauteng has the highest share of health expenditure at 28,5 per cent, followed by Western Cape (26,7 per cent) and KwaZulu-Natal (24,2 per cent).

**Table 4: Provincial Health Expenditure (Preliminary Outcome)** 

R thousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as % of adjusted budget	(Over) / under expenditure	% (Over) / under expenditure	% share of Health to total provincial expenditure	% share of personnel to total Health expenditure	Exp as at 31 March 2003 (Pre-audited as at 31 May 2003)
Eastern Cape	5 111 784	5 209 369	101,9%	-97 585	-1,9%	17,6%	53,5%	4 478 784
Free State	2 592 435	2 564 122	98,9%	28 313	1,1%	21,9%	58,4%	2 193 758
Gauteng	8 166 142	7 902 665	96,8%	263 477	3,2%	28,5%	53,4%	7 688 039
KwaZulu-Natal	8 257 134	8 241 758	99,8%	15 376	0,2%	24,2%	55,8%	7 535 229
Limpopo	3 596 694	3 737 782	103,9%	-141 088	-3,9%	17,2%	64,0%	3 166 276
Mpumalanga	2 152 196	2 007 189	93,3%	145 007	6,7%	17,4%	56,2%	1 688 455
Northern Cape	753 647	828 455	109,9%	-74 808	-9,9%	20,0%	51,2%	607 850
North West	2 361 232	2 259 924	95,7%	101 308	4,3%	16,9%	62,2%	2 012 397
Western Cape	4 386 592	4 364 539	99,5%	22 053	0,5%	26,7%	57,2%	3 875 562
Total	37 377 856	37 115 803	99,3%	262 053	0,7%	21,8%	56,4%	33 246 350

## Social Development

Provinces overspent on social development, spending R42,2 billion or 103,2 per cent of the 40,9 billion adjusted budget, representing an increase of R9,8 billion or 30,2 per cent compared with the previous financial year. This is mainly the result of the rapid acceleration in the take-up of the Child Support and Disability Grants due to the higher-than-anticipated number of beneficiaries.

Social development comprises an average of 24,8 per cent of all provincial spending, overtaking health to be the second largest spending item in provinces, after education. In 2002/03, social development expenditure as a share was 22,2 per cent of total provincial spending, slightly lower than health at 22,8 per cent. However, in spite of the average national share, the share of social development in some provinces is still lower than health, particularly in those provinces with academic hospitals, like Gauteng and Western Cape.

Its share varies greatly between provinces, with Eastern Cape (28,1 per cent) and Northern Cape (27,5 per cent) significantly higher than average, and Gauteng significantly lower than the other provinces at 19,2 per cent.

 Table 5: Provincial Social Development Expenditure (Preliminary Outcome)

R thousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as % of adjusted budget	(Over) / under expenditure	% (Over) / under expenditure	% share of Soc Dev to total provincial expenditure	% share of personnel to total Soc Dev expenditure	Exp as at 31 March 2003 (Pre-audited as at 31 May 2003)
Eastern Cape	7 838 326	8 294 164	105,8%	-455 838	-5,8%	28,1%	2,5%	6 389 459
Free State	2 861 918	2 910 381	101,7%	-48 463	-1,7%	24,9%	4,8%	2 099 470
Gauteng	5 111 442	5 323 374	104,1%	-211 932	-4,1%	19,2%	3,9%	3 974 840
KwaZulu-Natal	8 544 319	9 088 916	106,4%	-544 597	-6,4%	26,7%	2,6%	6 873 864
Limpopo	5 385 260	5 429 828	100,8%	-44 568	-0,8%	25,0%	2,3%	4 289 554
Mpumalanga	2 638 661	2 691 156	102,0%	-52 495	-2,0%	23,3%	2,7%	2 040 299
Northern Cape	1 054 518	1 140 615	108,2%	-86 097	-8,2%	27,5%	5,6%	910 810
North West	3 556 632	3 536 669	99,4%	19 963	0,6%	26,5%	4,8%	2 672 100
Western Cape	3 887 784	3 762 253	96,8%	125 531	3,2%	23,0%	4,5%	3 138 230
Total	40 878 860	42 177 356	103,2%	-1 298 496	-3,2%	24,8%	3,3%	32 388 626

## Capital

The preliminary outcome of provincial expenditure indicates that capital expenditure<sup>2</sup> is R17,4 billion or 90,8 per cent of the adjusted provincial capital budgets. This is a significant improvement on last year, as provinces have spent R2,9 billion or 20,1 per cent more than the previous financial year. Capital expenditure comprises about 10,2 per cent of all provincial expenditure, with provinces like Gauteng having the highest share at 14,2 per cent, followed by Eastern Cape (11,5 per cent) and KwaZulu-Natal (10,1 per cent), with the lowest share in North West at 7 per cent.

The provinces that spent the highest proportion of its adjusted capital budget was the Free State at 97,3 per cent, Limpopo (95,7 per cent) and KwaZulu-Natal (95,5 per cent). The lowest level of capital spending is recorded by Northern Cape, spending 76,7 per cent of its adjusted capital budget. In absolute terms, the highest capital expenditure is in Gauteng at R3,9 billion, followed by KwaZulu-Natal and Eastern Cape both at R3,4 billion.

The extent of underspending on capital cannot be assessed at this stage, as the share of the remaining R1,8 billion may also be committed and not paid out due to the multi-year nature of capital projects. Almost half of the underspending on capital (R815 million) is in the housing sector.

Table 6: Provincial Capital Expenditure (Preliminary Outcome)

R thousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as % of adjusted budget	(Over) / under expenditure	% (Over) / under expenditure	% share of total provincial expenditure	Exp as at 31 March 2003 (Pre-audited as at 31 May 2003)
Eastern Cape	3 619 322	3 409 942	94,2%	209 380	5,8%	11,5%	2 346 141
Free State	974 431	948 384	97,3%	26 047	2,7%	8,1%	730 809
Gauteng	4 569 774	3 934 989	86,1%	634 786	13,9%	14,2%	3 426 524
KwaZulu-Natal	3 599 968	3 438 772	95,5%	161 196	4,5%	10,1%	2 823 066
Limpopo	1 984 738	1 900 085	95,7%	84 653	4,3%	8,7%	1 482 634
Mpumalanga	1 307 246	1 106 878	84,7%	200 368	15,3%	9,6%	930 627
Northern Cape	423 943	325 027	76,7%	98 916	23,3%	7,8%	334 759
North West	1 118 537	932 265	83,3%	186 272	16,7%	7,0%	981 061
Western Cape	1 553 278	1 385 227	89,2%	168 051	10,8%	8,5%	1 417 471
Total	19 151 237	17 381 569	90,8%	1 769 668	9,2%	10,2%	14 473 092

The biggest provincial capital budgets are for Public Works, Roads and Transport. These departments have performed remarkably well, having spent almost all (99,9 per cent) of the R4,9 billion adjusted budget. The level of spending has significantly increased by R656,6 million or 15,5 per cent compared with spending at the end of the 2002/03 financial year. However, despite this improvement, there is a variation among provinces, as the public works, roads and transport departments in Mpumalanga spent only 78,7 per cent, followed by Free State at 83,7 per cent.

Page 5 of 8

<sup>&</sup>lt;sup>2</sup> It is not clear what proportion of the capital spending are transfers, and what proportion of these transfers reflect actual spending.

Table 7: Provincial Capital Expenditure: Public Works, Roads and Transport (Preliminary Outcome)

R thousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as % of adjusted budget	(Over) / under expenditure	% (Over) / under expenditure	% share of total capital expenditure	Exp as at 31 March 2003 (Pre-audited as at 31 May 2003)
Eastern Cape	1 035 815	1 036 964	100,1%	-1 149	-0,1%	30,4%	693 129
Free State	186 082	155 699	83,7%	30 383	16,3%	16,4%	253 670
Gauteng	462 493	606 875	131,2%	-144 382	-31,2%	15,4%	699 168
KwaZulu-Natal	1 109 850	1 075 197	96,9%	34 653	3,1%	31,3%	801 498
Limpopo	600 543	613 061	102,1%	-12 518	-2,1%	32,3%	400 448
Mpumalanga	316 867	249 376	78,7%	67 491	21,3%	22,5%	347 115
Northern Cape	103 183	82 544	80,0%	20 639	20,0%	25,4%	157 788
North West	292 733	263 834	90,1%	28 899	9,9%	28,3%	219 179
Western Cape	791 190	812 306	102,7%	-21 116	-2,7%	58,6%	667 261
Total	4 898 756	4 895 856	99,9%	2 900	0,1%	28,2%	4 239 256

Capital spending on education is recorded at R2,9 billion or 100 per cent of their adjusted capital budget. This level of spending shows great improvements compared with last year, as this year's spending exceeds that of 2002/03 by R1,2 billion or 76,5 per cent. Spending in Northern Cape (62,6 per cent) appears to be the lowest, while KwaZulu-Natal (106,6 per cent), Gauteng (105,5 per cent) and North West (103 per cent) all overspent their adjusted education capital budgets.

Table 8: Provincial Capital Expenditure: Education (Preliminary Outcome)

Rthousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as%of adjusted budget	(Over) / under expenditure	%(Over)/ under expenditure	%share of total capital expenditure	Exp as at 31 March 2003 (Pre- audited as at 31 May 2003)
Eastern Cape	437 107	434 716	99,5%	2 391	0,5%	12,7%	310 954
Free State	197 679	175 866	89,0%	21 813	11,0%	18,5%	98 879
Gauteng	867 273	915 004	105,5%	-47 731	-5,5%	23,3%	357 865
Kw aZulu-Natal	561 157	598 023	106,6%	-36 866	-6,6%	17,4%	307 507
Limpopo	340 050	318 295	93,6%	21 755	6,4%	16,8%	190 598
Mpumalanga	260 006	236 618	91,0%	23 388	9,0%	21,4%	154 071
Northern Cape	38 514	24 101	62,6%	14 413	37,4%	7,4%	38 502
North West	131 702	135 684	103,0%	-3 982	-3,0%	14,6%	145 613
Western Cape	50 907	44 765	87,9%	6 142	12,1%	3,2%	29 576
Total	2 884 395	2 883 072	100,0%	1 323	0,0%	16,6%	1 633 565

Capital spending on the health sector is lower, as a share, at R2,3 billion or 81,1 per cent. This is a R463,2 million or 16,8 per cent decline in spending compared with the previous year. Between provinces, Free State (40,7 per cent) and Northern Cape (45,7 per cent) recorded the lowest level of health capital spending while Eastern Cape (98,6 per cent) and KwaZulu-Natal (94,2 per cent) recorded the highest level of spending. It is also not clear to what extent the low Gauteng health expenditure of 62,2 per cent reflects under-reporting due to some spending being classified under its public works department.

Table 9: Provincial Capital Expenditure: Health (Preliminary Outcome)

R thousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as%of adjusted budget	(Over) / under expenditure	%(Over) / under expenditure	%share of total capital expenditure	Exp as at 31 March 2003 (Pre- audited as at 31 May 2003)
Eastern Cape	500 399	493 289	98,6%	7 110	1,4%	14,5%	830 902
Free State	85 762	34 929	40,7%	50 833	59,3%	3,7%	35 688
Gauteng	581 474	361 825	62,2%	219 649	37,8%	9,2%	470 280
Kw aZulu-Natal	729 748	687 179	94,2%	42 569	5,8%	20,0%	771 629
Limpopo	358 969	312 106	86,9%	46 863	13,1%	16,4%	276 678
Mpumalanga	183 274	112 634	61,5%	70 640	38,5%	10,2%	90 387
Northern Cape	90 415	41 328	45,7%	49 087	54,3%	12,7%	36 263
North West	186 031	147 575	79,3%	38 456	20,7%	15,8%	190 105
Western Cape	107 413	99 189	92,3%	8 224	7,7%	7,2%	51 371
Total	2 823 485	2 290 054	81,1%	533 431	18,9%	13,2%	2 753 303

Capital transfers to households through the housing subsidy grant amounted to R4,4 billion or 84,4 per cent of the R5,2 billion adjusted housing capital budget. Whilst the level of spending has increased by 12,2 per cent or R478 million compared with the 2002/03 financial year, the R815 million or 15,6 percent underspending is larger than that of any other sector (nominally and as a share). It is not clear to what extent transfers to local government and other public agencies are recorded as actual spending, particularly where such transfers have not been spent.

The lowest level of spending is recorded by Gauteng at 59,4 per cent followed by Western Cape at 64 per cent. The highest level of spending is recorded by Free State at 126,5 per cent and KwaZulu-Natal (100 per cent), which has spent all of its adjusted housing capital budgets.

Table 10: Provincial Capital Expenditure: Housing (Preliminary Outcome)

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R thousand	Adjusted budget	Actual expenditure as at 31 March 2004	Actual expenditure as % of adjusted budget	(Over) / under expenditure	% (Over) / under expenditure	% share of total capital expenditure	Exp as at 31 March 2003 (Pre-audited as at 31 May 2003)
Eastern Cape	984 563	814 158	82,7%	170 405	17,3%	23,9%	28 415
Free State	395 764	500 690	126,5%	-104 926	-26,5%	52,8%	313 624
Gauteng	1 107 293	657 481	59,4%	449 812	40,6%	16,7%	1 242 482
KwaZulu-Natal	911 652	911 357	100,0%	295	0,0%	26,5%	759 711
Limpopo	471 273	452 733	96,1%	18 540	3,9%	23,8%	433 611
Mpumalanga	339 353	317 808	93,7%	21 545	6,3%	28,7%	298 201
Northern Cape	157 684	157 493	99,9%	191	0,1%	48,5%	87 692
North West	389 685	295 086	75,7%	94 599	24,3%	31,7%	372 922
Western Cape	457 295	292 725	64,0%	164 570	36,0%	21,1%	384 827
Total	5 214 562	4 399 531	84,4%	815 031	15,6%	25,3%	3 921 485

#### Revenue

- Provinces have collected R6,3 billion or 15,9 per cent more than the budgeted R5,5 billion own revenue for the 2003/04 financial year.
- The high rate of collection is an indication of the conservative revenue projections by provinces at the start of the financial year. The R5,5 billion budgeted amount is, however, less than the R5,9 billion actually collected in the previous year (2002/03). The rate of collection varies from

a low of 101,6 per cent collected in Limpopo to a high of 169,6 per cent collected in KwaZulu-Natal.

- National government transferred all of the R144,7 billion of the equitable share, and R16,8 billion in conditional grants, to provinces to date.
- In total, including adjusted provincial own revenue, provincial revenue at the end of the 2003/04 financial year is at R167,9 billion or 17,5 per cent higher than in the previous financial year.